Organized Crime Agency of British Columbia

Service Plan

Fiscal Years 2002/03 to 2004/05

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OVERVIEW OF THE ORGANIZATION

OCABC was created in direct response to the recommendations of the report of the Organized Crime Independent Review Committee ("The Owen Report") dated September 15, 1998. OCABC is an independent policing agency established in 1999 by the Attorney General under the authority of the *Police Act* (British Columbia). The Agency became fully operational February 2000.

The Agency, in collaboration with its law enforcement partners, represents the foundation of British Columbia's response to the fight against organized crime.

OCABC is governed by a board of directors appointed by the Solicitor General. At present there are four board members:

Douglas Richardson, Chair
Victoria

Bev Busson
Vancouver

Grant Churchill
West Vancouver

Martha McNeely
Victoria

Three board members' appointments have expired. The Solicitor General is currently in the process of filling these expired Board positions.

The Agency is primarily funded by the Province; however, it also receives federal government support in the form of contributions in kind through secondments of Royal Canadian Mounted Police. In addition to both federal and provincial RCMP positions, the Agency receives investigative resources through secondments from municipal police departments throughout British Columbia. The Agency is also resourced by its own sworn police officers as well as a contingent of civilian support personnel.

STRATEGIC CONTEXT

OCABC's vision:

The Agency is an aggressive, professional and respected team combating organized crime, in partnership with other organizations, through the bold and innovative application of ethical and progressive law enforcement techniques.

OCABC's mandate:

To facilitate the disruption and suppression of organized crime which affects British Columbians.

OCABC's values:

Integrity

OCABC personnel shall uphold the highest level of ethical standards.

Honesty

OCABC personnel are open and honest in their relationships with clients and stakeholders.

Responsibility

OCABC personnel are dedicated to the fight against organized crime and are committed to their duty to uphold the public interest.

Accountability

OCABC is an independent policing agency empowered by the Solicitor General of British Columbia to facilitate the disruption and suppression of organized crime. OCABC's accountability framework is outlined in the *Police Act (BC)* and includes the Board of Governance.

Professionalism

In striving to exercise their duties objectively and impartially, OCABC personnel strive to maintain the highest standards of policing.

PLANNING CONTEXT AND KEY STRATEGIC ISSUES

Challenges to Organized Crime Enforcement

Police Resourcing Limitations

The cost of eradicating organized crime exceeds the available resources. Therefore, law enforcement must make efficient use of these available resources through identifying enforcement priorities and strategically targeting specific organized crime groups.

Globalization of Organized Crime

The current globalized economy provides rich opportunities for organized crime to trade internationally in a variety of commodities such as illegal migrants, drugs, counterfeit credit cards and well as engage in multi-jurisdictional conspiracies involving murder, fraud, and gambling. The proceeds of these crimes are laundered and often taken off-shore to purchase foreign real estate or fuel other criminal activities in Canada.

Fusion of Criminal Groups into Joint Ventures

Modern organized crime groups are operated like sophisticated corporations, strategically pooling resources and entering into mergers, acquisitions and joint ventures for common criminal purposes with a sole goal to profit financially from organized crime activities.

Flexibility in Multi-Commodity Criminal Activity

The opportunistic nature of organized crime groups is apparent in their flexibility to pursue profits across a wide range of activities from drug production, cultivation, exportation, trafficking and importation to counterfeit credit card manufacturing, illegal gambling and internet crime. The nature of this type of criminal organization demands that policing mirror flexibility and opportunism.

Use of Advanced Technology

The sophisticated technology available to legitimate business also fuels the efforts of criminal enterprise. Organized crime holds a leading edge in the application of technological expertise to further its illegitimate goals.

Lack of Public Awareness of Organized Crime

The lack of public awareness of the nature and seriousness of organized crime serves to increase society's vulnerability to the social, physical, and economic threats created by organized criminal groups by allowing to flourish virtually unabated.

GOALS, OBJECTIVES, KEY STRATEGIES, PERFORMANCE MEASURES AND TARGETS

Intelligence Infrastructure

Strategic Goal

Intelligence led investigations allow OCABC to utilize the strategic targeting process to identify key organized crime groups for enforcement action. Surgical strikes will be completed to disrupt the groups by prosecuting their criminal activities. Suppression will occur by seizing their assets.

To ensure the integrity of the strategic targeting process, all appropriate tactical intelligence gathered will be placed in an organized criminal intelligence system and disseminated to appropriate law enforcement partners.

Strategy

We will develop and use intelligence to plan and implement intelligence-led investigations. Our strategies include the following:

- Implementing a human resource strategy to develop and retain a core group of experienced, well trained intelligence analysts;
- Using the strategic and tactical targeting process as a management tool to make sound operational decisions on the direction of a project;
- Developing comprehensive files on potential targets;
- Proactively looking for opportunities to recruit sources/agents at the highest level and ensure high standards of training for officers involved in source recruitment and handling; and
- Ensuring intelligence data is uploaded into integrated, automated criminal intelligence databases.

Performance Targets and Measures

Our performance targets and measures include the following:

- Increase in cost effectiveness of investigations;
- The number of files uploaded to criminal intelligence databases;
- The number of community impact statements entered into court; and
- Ensure the judiciary receives objective information on organized crime regarding community risk and impact.

Project Specific Enforcement

Strategic Goal

Target appropriate individuals or groups employing a team approach to ensure all investigative and enforcement avenues are explored. Project specific targeting uses a multi-disciplinary strategy to ensure effective and efficient use of scarce fiscal, human and material resources.

Strategy

We will develop an enforcement strategy using a selective and coordinated approach. Our strategies include the following:

- Using automated criminal intelligence data systems to gather and analyze intelligence;
- Using intelligence to facilitate strategic targeting and priority setting;
- Developing focused operational plans;
- Utilizing a major case management system;
- Efficiently allocating human, fiscal and material resources; and
- Employing a quality assurance evaluation at the end of each project to ensure accountability.

Performance Targets and Measures

Our performance targets and measures include the following:

- Efficient utilization of enforcement resources;
- Efficient utilization of court resources through a coordinated prosecution plan;
- Successful prosecution of key organized crime figures;
- No duplication of enforcement projects;
- Number of successful prosecutions;

- Number of executed search warrants;
- Street value of seized controlled drugs and substances; and
- Number of uploaded criminal intelligence documents into integrated criminal intelligence databases.

Partnerships

Strategic Goal

Developing and maintaining partnerships with other law enforcement agencies to provide a strong integrated response to organized crime.

Strategy

We will contact crucial law enforcement partners, federal and provincial government regulatory agencies, as well as other stakeholders at the outset of our investigations and obtain formal commitments to partnerships in operations. This will include the following:

- Formally identifying and assessing partnerships needed for an integrated response;
- Actively involving partners in the strategic targeting process;
- Developing operational plans in consultation with senior operational management from the RCMP and municipal departments; and
- Developing joint training initiatives.

Performance Targets and Measures

Our performance targets and measures include the following:

- Number of joint enforcement initiatives with cross-jurisdictional mandate;
- Number of international investigations;
- Number of joint investigations;
- Number of assistance cases for other law enforcement partners; and
- Number of joint training programs delivered.

Proceeds of Crime ("POC")

Strategic Goal

Disrupt and suppress organized crime groups by training investigators on proceeds of crime legislation and including a proceeds of crime component in operational plans with a view to the forfeiture of assets and the suppression of money laundering.

Strategy

We will use an integrated approach to include a POC component in every investigation to ensure that enforcement efforts take the profit out of organized crime. Our strategies include the following:

- Training all investigators on POC;
- Using in-house legal counsel; and
- Implementing a system of best practices.

Performance Targets and Measures

Our performance targets and measures include the following:

- Inclusion of a proceeds of crime component into each investigation;
- Comprehensively trained OCABC investigators;
- Assistance provided to outside law enforcement partners on proceeds of crime; and
- Increase in asset seizures.

Communication

Strategic Goal

To create an awareness of organized crime issues, develop and implement effective internal and external communication strategies that are based on openness, honesty, timeliness and consultation.

Strategy

We will develop a media relations and issues management infrastructure by the following:

- Building a proactive communication team;
- Fostering proactive liaison with the Solicitor General through frequent discussions and meetings;
- Enhancing and maintaining our OCABC Web site;
- Developing policies for internal and external communications; and
- Addressing corporate partnership policies and procedures.

Performance Targets and Measures

Our performance targets and measures include the following:

- Increased number of meetings OCABC Board of Governance, OCABC Chief Officer and various Provincial Government Ministries;
- Increased internal communications and coordination amongst OCABC operational and administrative units;
- Increased staff morale;
- Heightened public awareness of the scope and impact of organized crime;
- Development and implementation of a comprehensive media relations strategy;
- Delivery of public presentations to various stakeholders;
- Maintenance of an OCABC website and increased number of site visits;
- Active memberships in relevant professional associations, steering committees and working groups; and
- Number of press releases, press conferences and publications.

KEY PERFORMANCE INDICATORS

Key performance indicators of the disruption and suppression of organized crime can be divided into six categories: displacement, disruption of distribution networks, reduced availability of drug supplies, changing commodities, jail sentences and violence.

Displacement

The movement of organized crime activities from one jurisdiction to another to evade investigation and prosecution is one indicator of the disruption of organized crime activities.

OCABC has already documented evidence of displacement. However, as increased enforcement continues to impact organized crime, the trend for relocation of illicit operations to locations outside Vancouver and the lower mainland will increase.

Disruption of Distribution Networks

The trafficking of drugs is central to organized criminal enterprise. Efficient and effective distribution networks are crucial to these activities. Disruption of these networks will be evidenced in the increased price of commodities, increased time for delivery and increased risk of exposure.

Organized Crime Figures Changing Commodities

To evade prosecution for trafficking in cocaine and marihuana, organized crime figures migrate to less risky commodities requiring new production and distribution networks. Therefore, evidence of shifts in production will be a key indicator of enforcement's ability to disrupt organized crime activities.

Jail Sentences

Successful prosecutions and incarceration effectively suppress the criminal activities of organized crime figures by removing them from the community.

Increases in Conflict

Increases in conflict among organized crime groups are often thought to be evidence of disruption. Home invasions, drug rip-offs and other indicators of violence between and within organized crime groups are generally indicative that tension is increasing, cooperation is diminishing and competition for crime market share is escalating within the criminal environment.

SUMMARY FINANCIAL OUTLOOK

Budget Information:

($ thousands)	2001/02 Revised Forecast	2002/03 Budget	2003/04 Forecast	2004/05 Forecast
Total Revenue	**$16,789**	**$18,229**	**$16,963**	**$17,030**
Comprised of :				
Province of BC	$9,830	$ 9,830	$ 9,830	$ 9,830
Forfeited Crime Proceeds Fund[1]	3,764[2]			
Reallocation - Forfeited Crime Proceeds	(3,282)[2] →	1,982	650	650
RCMP - E Division	6,137	6,036	6,102	6,169
Interest / Other	340	381	381	381
Total Expenses[3]	**$16,789**	**$18,229**	**$16,963**	**$17,030**
Net Income (Loss)	$ Nil	$ Nil	$ Nil	$ Nil

Key Assumptions:

- OCABC will continue to receive funding of $9.830 million from the Provincial Government in each of the three years from 2002/2003 to 2004/2005.
- Zero increases in hiring will impact OCABC's ability to enhance its current comprehensive enforcement capability. Increases in wages must be made in order to retain a permanent highly skilled workforce and to comply with collective agreements for municipal secondments.
- Full funding is required to ensure investigations that have already received significant operational resources can be completed.
- An inflationary factor of 4% has been incorporated into fixed costs including, but not limited to, insurance, utilities and accommodations.
- Our building is at maximum capacity and facilities need to be expanded.
- Migration to the Prime BC records and case management system is necessary to enable OCABC to participate in a co-ordinated, integrated, intelligence-led policing environment in BC.

END NOTES

1 To encourage police to pursue proceeds of crime investigations, BC created the Forfeited Crime Proceeds fund in 1989 by inclusion in the *Special Accounts Appropriation and Control Act*. Section 7(7) provides that the Minister of Public Safety and Solicitor General may pay amounts out of the fund to facilitate the administration of criminal justice and law enforcement in BC.

2 OCABC's request for funding from the Provincial Forfeited Crime Proceeds Fund was not approved until November, 2001, which is eight months into the fiscal year. These funds were not received by OCABC until late January, 2002. A portion of these funds will be used in the 2001/2002 fiscal year to allow OCABC to complete major enforcement projects and the balance will be carried forward to subsequent fiscal years in order to continue those initiatives.

3 Major sources of expenses have not been provided as disclosure of this information may compromise current law enforcement investigation projects.